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IMPROVING URBAN SCHOOL ADULT EDUCATION, AN ANALYSIS OF THE ADULT AND COMMUNITY EDUCATION PROGRAMS OF THE WASHINGTON, D.C. SCHOOLS.

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By way of introduction to this report on adult and community education in the Washington, D.C. schools, it was suggested that the improvement of adult education divisions in urban schools involves examining the interaction between community needs and the purposes of adult education, recognizing that such educational programs are interdependent systems, and critically evaluating the existing status of these programs. Twenty assessment categories (grouped under such headings as intended results or objectives, transformation of resources to maintain stability and stimulate change, and agency assessment and feedback) were identified, the categories were analyzed in terms of standards of excellence, deficiencies in the existing situation, and the causes of the deficiencies noted, and suggestions were offered for action. An increase was deemed necessary in financial support and in the number of full time adult education administrators qualified to help manage educational resources. The fundamental recommendation of this report, however, was that a substantially larger portion of the leaders and general citizenry of Washington, D.C., should become involved in deliberations regarding the role of adult education. (The document includes an analysis of adult education agencies as social systems.) (ly)

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IMPROVING URBAN SCHOOL ADULT EDUCATION: AN ANALYSIS OF THE ADULT AND COMMUNITY EDUCATION PROGRAMS OF THE WASHINGTON, D. C. SCHOOLS

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During the 1966-67 academic year, the Center for Adult Education at Teachers College, Columbia University conducted a study of the Department of Adult Education of the Washington, D. C. Public Schools. This modest study was one of many coordinated task force studies of aspects of the Washington schools that were conducted by Teachers College.* The latter part of the present report is the major part of the internal report that was submitted to the study director in March 1967. The introductory part of the present report was adapted from a keynote address that was presented at a "Seminar on Public Adult Education" which was developed by the District of Columbia Teachers College for the D. C. Public Schools Department of Adult Education and its Interdepartmental Advisory Committee on Adult Education.** A major purpose of the Seminar was to discuss and plan implementation of some of the recommendations of the March 1967 report.

The purpose of the present report is to make these materials available to persons who are especially interested in the improvement of public school adult education in Washington, D. C. and in other large cities in the U. S. The introductory section on Strategies for

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* Passow, A. Harry, Toward Creating A Model Urban School System, Teachers College, Columbia University, September 1967, 593pp.

** Airlie House, Warrenton, Virginia, November 12-14, 1967.

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Program Improvement suggests ways in which the March 1967 report might be used to increase the scope of service and the effectiveness of the Adult Education Division of the Washington, D. C. Public Schools.

Strategies for Program Improvement

The primary purpose of program evaluation is program improvement. The study of the Washington, D. C. Public Schools Department of Adult Education, which was summarized in the March 1967 report, was one type of program evaluation. Its intent was not to propose a panacea or a revolutionary "crash program." It was, instead, an attempt to stimulate evolutionary development by setting high standards of excellence as long term goals, while also retaining the best of existing programs and organization and setting short term goals to close the gap between "what is" and "what ought to be."

There are three general assertions that warrant consideration in the process of developing an effective strategy for program improvement.

1. Purposes - Adult education varies in its probable contribution to the achievement of differing human goals, so primary emphasis should be placed on the selection of program objectives for which the probable impact will be greatest.
2. Needs - The community area that is served by each adult education division can be thought of as producing a set of demands and constraints regarding the adult education

program, which should influence program development.

3. Interaction - The interrelationship between the priority purposes of adult education and the priority needs of the community should be used to help develop an effective strategy for program improvement.

On the basis of the insights that result from an exploration of these three assertions, the next step is to develop a strategy for program improvement toward which the March 1967 report was directed. Such a strategy should include an analysis of the Division in its institutional and community setting, a degree of consensus regarding standards of excellence in the procedures and results of an adult education division; an identification of the existence of, and reasons for, the major gaps between "what is" and "what ought to be;" and a plan for implementing the most important changes. The purpose of the remainder of this introductory part of the present report is to explore the foregoing three general assertions and to propose an approach to the development of a specific strategy for program improvement.

Purposes - The first of the general assertions was that adult education divisions should emphasize objectives for which education can most effectively assist adults to achieve their goals. The term adult education refers to part-time study by adults at any educational level. The program may be sponsored by the schools or colleges, or by units of one of a wide variety of non-educational organizations such as employers or associations. The adult learners may study by themselves as in correspondence study or television courses, or may meet with a temporary group such as an evening class. They may participate in an educational program with other members of an organization of which they are a member such as co-workers or members of the same association. The educational program may occur in a community setting in which members of several different organizations meet together to study common and conflicting interests for the purpose of community development. Each of these four settings (individual, temporary group, organizational, and community) has strengths and weaknesses for various educational purposes which should be taken into account when deciding upon setting and program design.

As Houle has stated in his chapter in the Havighurst study of the Chicago schools, (1) a quote from which is included in the introduction of the March 1967 report on the Washington, D. C. schools, adult education programs provide a powerful way to increase the quality of life in a community. The benefits can accrue to all of the interdependent economic, political, social, and cultural aspects of the community. This goal would be expected to have the highest priority in our nation's capital. The interdependent aspects of community life have their counterpart in the interdependent life roles of each individual. It is in the context of life roles such as worker, user of leisure time, citizen, and organization member that an adult confronts the problems and opportunities that require increased competence. One of the unique and important objectives of adult education programs is assistance to adults in their efforts to increase knowledge, skills, and attitudes in order to more effectively perform the developmental tasks of adulthood.

Needs - The second general assertion was that each community has some major problems, resources, and opportunities that should be taken into account in planning adult education programs. Washington, D. C. presents a unique challenge in this regard. The present Public School Adult Education Division has functioned within a long history of fiscal and policy constraints that largely explain its somewhat limited and marginal role in the total school system and in the community. By contrast, the Division aspires to serve a target population that has been reached least well by adult education in the past, and to assist them to rapidly achieve educational objectives that include an interrelated concern for change in knowledge, skills, and attitudes. This leads to the assertion that, compared with typical suburban public school adult education programs, it will be difficult for the division to accomplish equivalent results with an equal investment. Why is this the case? There are several reasons. One is that education begets more education. In his national study of adult education participation entitled Volunteers for Learning,(8) Johnstone has demonstrated that the percentage of persons at each higher level of formal preparatory education increases dramatically. Six percent of those with less than eight years of education participated in adult education during the previous year, compared with 15 percent of those with some high school, 24 percent of high school graduates, 39 percent of college graduates, and 47 percent of those with graduate work. In the national sample, when groups with the same levels of formal education were compared, there was no difference between Negro and white adults in the rate of adult education participation. However, the distribution of educational level for the adult population in Washington, D. C. is lower than for the suburbs, which indicates that the same investment will produce a lower rate of participation.

A second reason is that the objectives of most educational programs include attention to change in what the learners know, feel, and can do. Pedagogically, it is easier to plan and teach a course for which the main focus is knowledge, especially if the learners are prepared to study the subject on a relatively abstract level. In Washington, D. C., however, the priority objectives focus up on attitudes, skills, and knowledge acquired through concrete experience. To effectively achieve these objectives will require a greater investment in program development and in-service education of teachers.

A third reason for the educational challenge in Washington, D. C., is the relationship between learning and motivation. Learning effectiveness can occur once the learner invests attention and effort in the learning tasks. This requires a moderately high level of motivation in the form of interest and commitment. A major source of motivation is the adult's perception of the connection between the learning activity and his adult life. If the adult educator is to encourage adults in a target population to participation, then the educator should attempt to demonstrate the relevance of the program to the potential participants. The effectiveness of this effort is based on the learner's understanding of both the ways in which the issues with which the program deals impinge upon their life, and the ways in which they can in any way influence the course of events. Not only must health information or job skills be perceived as applicable to the adult, but also he must believe that through education he could improve his health or his employment. Assurance of placement in a job at the successful completion of a retraining course has been a major factor in both the initial decision to participate and persistence in some manpower courses. Some of the change events like marriage and a job change tend to increase the readiness of adults to increase their competence. The first pregnancy is a spur to learning about care of infants, and the purchase of a new car to learning about the characteristics of several models. Regarding Washington, D. C., there is a major emphasis on reaching and serving the less ready adults which requires a greater emphasis on program interpretation and the encouragement of adults to participate.

A fourth reason is related to financial arrangements. In suburban schools, the provision for the participants to pay most of the costs restricts the clientele, but the Division is able to respond more flexably to requests. When twenty adults request a course they provide not only the interest and learners but also the money to hire a teacher. The lack of major fees in Washington, D. C., is appropriate to the majority of programs, but one result is that the people who must be convinced of the need for increasing the budget (members of the school board, commissioners, etc.) are not those who receive the direct benefit of the program (the learners).

These four factors (prior education, emphasis on attitudes and skills, motivation, and finance) will all influence efforts to increase the excellence of programs that are developed and administered by the Adult Education Division of the Washington, D. C. Public Schools.

Interaction - The third general assertion was that the interaction between the contribution of adult education and the characteristics of a specific community provide the basis for developing a strategy for program improvement. If an Adult Education Division is to bring together the knowledge resources in and associated with the school system, and the adults in the community who need to increase their competence, there must be some attention to the establishment of effective linkage between the Division and both individuals and the organizations with which they are associated. To effectively deal with this in Washington, it would seem to call for the use of all four settings, especially the organizational and community settings. At present, the temporary group is the predominant setting that is utilized. It should also be recognized that as the target population changes, the provision of equal educational opportunities may require unequal (certainly different) educational programs, and this difference may be reflected in costs and necessary staff competence. For example, to offer formal evening classes that have attracted white collar participants, may present an insurmountable participation barrier for many blue collar workers. To develop and administer informal programs that are congenial to the life style of the blue collar worker is a more expensive and demanding assignment.

In the effort to relate an adult education program to its community setting, it is helpful to benefit from the advantages and to minimize the disadvantages of that specific community. Two major advantages of Washington, D. C. are the wealth of talent, including especially the Negro community, that can contribute to adult education programs. Also, Washington, D. C. is visable as the nation's capital and there appears to be an increasing national commitment to assist it in becoming a model urban area. One disadvantage is the dependence of the residents on others in matters of both policy and finance, but there is some recent movement towards greater home rule. A second disadvantage is the political barriers that separate the District from the suburbs in surrounding states. This barrier to metropolitan planning is made more severe by the loss of middle class adults of both races from the District to the suburbs. A third disadvantage is a long history of financial restrictions on the Adult Education Division, in spite of which there has been surprising vitality. The concluding implication for action is the identification of the crucial role of the program administrator in the establishment of more effective relationships between institution and community through a more dynamic Adult Education Division.

The Development of a Detailed Strategy

The March 1967 report contains information related to several aspects of a strategy for program improvement but it is not itself a strategy. A detailed strategy must be developed and implimented by those who are most directly connected with adult education in the Washington, D. C. schools. The remainder of this section is devoted to the identification of important ideas for the development of a detailed strategy for program improvement.

1. It should be recognized that program improvement is a process and that the elements of the process are interrelated and change over time. An effective and continuing division of adult education is primarily a system of interrelationships between people. The teacher does what he does in part in relation to the expectations regarding his role by students, other teachers, and administrators. Changes in one part of the Division are related to changes in other parts. If the characteristics of the learners change, formerly effectively teaching activities may be ineffective. The achievement of change that is implied by program improvement, requires that attention be given to stability and continuity in other aspects of the Division. Three major parts of the division are:

   A. Outcomes in the form of increased learner competence, resultant benefits to the community, increasing the effectiveness with which other organizations can assist learners, and benefits to the preparatory education division of the school system.

   B. Inputs or resources such as learners, teachers, administrators, support staff, goals, facilities, and money.

   C. Transformation of inputs into outcomes by

      1) teaching - learning transaction

      2) evolution of goals and policy

3) teacher selection and supervision

4) learner selection

5) attention to adaptation and change

2. The functioning of three social systems should be analyzed.

   A. The Adult Education Division

   B. Other related adult education agencies

   C. The preparatory education division of the schools.

   The results of this analysis should be compared with the life style of the adults in the various target populations that the Division wants to serve.

3. A consensus regarding priority outcomes of the Division should be sought. There are several important groups that should be engaged in this process, including learners, teachers, and administrators in the Division, preparatory education division personnel, school board members, and representatives of community organizations. This consensus can facilitate the evolution of program objectives and decisions regarding which segments of the community should become target populations for program efforts, and decisions regarding the most effective procedures to establish linkage with them. The consensus on priority objectives for the Division will be shaped by the demands and constraints of the school system generally and will shape the objectives of specific programs in the Division. A continuing program of research and evaluation can facilitate the process of seeking consensus by providing

relevant evidence to assist in decision making and policy formulation.

4. Specify the related characteristics of an effective adult education division. Consensus on priority outcomes provides one reference point for program improvement. In addition it is important to specify the ways in which an effective Division should function in order to achieve the priority outcomes. For example, what are the needed inputs of learners, teachers, and money? Also, what must be done with these inputs to transform them into the priority outcomes? This would require a description of such processes as program planning and the teaching-learning transaction. These characteristics of desirable inputs and transformations, along with priority outcomes, become the standards of excellence against which to compare the existing program, for the purpose of identifying needed improvements.

5. Compare "what is" and "what ought to be" and identify the gaps. The description that results from the analysis in point 2 above defines "what is." The results of points 3 and 4 defines "what ought to be." The comparison between the two indicates the extent to which the present situation measures up to the desirable situation.

6. Recognize the major reasons for the gaps. The reason for identifying gaps is to be better able to close them. For example, two of the persistent reasons to which the March

1967 report referred were lack of money, and lack of enough competent program administrators.

7. Emphasize strategic factors in the stimulation of change. Usually, more gaps are identified than can be closed. Also, emphasis on some factors will produce greater improvement than comparable emphasis on other factors. The factors that are selected and combined into a plan become the strategy for program improvement.

This concludes the introductory part of the present report. It has been suggested that those who intend to improve an adult education division should begin the planning of their strategy by examining the interaction between the purposes of adult education and the needs of the specific community. Next, it is important to recognize that the program to be improved is an interdependent system. The development of a detailed strategy includes a comparison between "what is" and "what ought to be" for the purpose of identifying gaps. An understanding of the reasons for the gaps assist in the selection of recommended courses of action in the improvement of urban school adult education. The remainder of the present report is the major part of the March 1967 report on adult and community education in the Washington, D. C. schools.

TASK FORCE ON ADULT AND COMMUNITY EDUCATION

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I. Introduction

A. In the opening paragraphs of chapter 14 on Adult Education, of the 1964 report of the study of the Chicago Public Schools directed by Havighurst, (1) Professor Houle succinctly stated the fundamental rationale for community investment in adult education.

> The major reason why the Board of Education should sponsor a strong program of adult education is that it can in no other way so powerfully, positively, and immediately influence the quality of life in Chicago. The adult who increases his occupational skills adds at once to his and his city's economic capital. The adult who learns more about painting, music, drama, or the other arts becomes part of the participating audience needed to create a great cultural center. The adult who studies social and civic affairs becomes a more responsible citizen, helping to shape and carry out the policies not only of government but also of all those smaller public and private associations whose operation builds the texture of community life. The adult who raises the level of his general education opens doors for himself onto larger vistas of opportunity, and thereby refines and increases the human resources of Chicago.
>
> In these and other ways, adult education is vital to modern society. The adult can learn most things better than can the child, and his knowledge is put more directly to use. If the Board of Education hopes to elevate the quality of life in Chicago, it cannot depend solely on the delayed effect of the education of children, particularly because the children will be constantly conditioned as they come to maturity by a social order controlled by their elders.

The purpose of the present report on public school adult education in Washington, D. C. is similar to that for the chapter by Professor Houle, and for supplement C which was a summary of the report by the Advisory Committee on Adult Education.

B. This report is organized within four sections, which were prepared in reverse order to the way in which they are presented. Section IV is an appendix, consisting of an analysis of the Adult Education Agency as a Social System. The first draft was prepared during the early Fall of 1966, on the basis of a review of research and writings on the adult education agency and other relevant social systems, including previous studies of public school adult education divisions. The purpose of this section was to identify the characteristics and relationships that are most important to study in order to understand the structure and functioning of an adult education agency. Section III is organized within twenty assessment categories. Each category is an important aspect of the adult education agency, based on the analysis presented in the appendix. For each category, there are the following five sections.

1) Standards of excellence - The list of descriptive statements in this section were extracted from the literature most relevant to public school adult education, and were presented as a description of an excellent public school adult education division in a city such as Washington, D. C.

2) Description of present situation - The list of descriptive statements in this section were based on a study of the current adult education division of the Washington, D. C. public schools, consisting of reading reports, interviewing staff, and observation.

3) Gaps - The statements in this section identify gaps between the description of what is, contained in section two; and the description of what should be, contained in section one.

4) Why - The statements in this section provide a brief explanation of the circumstances in the Division, school system, or community that appear to have kept the Division from achieving excellence with regards to the selected aspect.

5) Recommendations - The statements in this section suggest the most important ways in which the Division might seek to become a more excellent adult education agency.

These five sections for each of the twenty categories total one hundred sections. Section II is a summary of the highest priority recommendations, presented in the form of a sequence of major next steps. Section I, in addition to the initial quote from Professor Houle and this part which briefly describes the four sections of the report, describes the way in which the adult education division of the Washington, D. C. public schools was defined for purposes of this study, and presents a summary of the original plan for the study conducted by this task force, along with a list of major references.

C. For purposes of the study of this task force, adult and community education was defined to include predominantly part-time educational programs for adults who were no longer enrolled in full-time programs of preparatory education. Almost all programs of this type in the school system were coordinated by several administrators associated with the Assistant Superintendent for Vocational and Adult Education. Some of these programs were closely and appropriately related to the preparatory education programs of vocational education that were being supervised by the same person. However, for purposes of clarity, the aggregate of adult education programs and the portions of staff time associated with them, are referred to throughout this report as the "Adult Education Division" or in some cases more briefly as "the Division."

D. The general plan of task force activities that was proposed and followed, is outlined below.

1. Assumptions

    a. Depth - The depth of the study to be undertaken by the task force on Adult Education is intermediate between a series of interviews with Washington school Adult Education staff that might be undertaken in a week or so, and an extensive and detailed study. However, it is important that in the final total project report the scale on which this task force was undertaken be clearly identified.

    b. Acceptance - The procedures that are used by the task force should encourage acceptance of the most valid and adoptable recommendations by persons in a position to make and carry out the necessary decisions.

2. Objectives

   a. To briefly describe the current adult education programs sponsored by the Washington, D. C. public schools.

   b. To briefly describe the current administrative structure of the unit within the D. C. schools that sponsors adult education programs.

   c. To compare the current adult education programs and administrative structure, with a theoretical model that describes the most important characteristics of a highly effective adult education division of a public school system in a city like Washington, D. C.

   d. To propose the next steps that might most constructively be taken to close the major gaps between existing practice and more effective performance.

3. Preliminary Activities - During the early months of the study, two types of information were sought -- reports from previous studies of large city public school adult education programs, and background information on the Washington, D. C. community and schools that was relevant to adult education. School studies that included sections on adult education were located for Chicago (2) and metropolitan Miami (3). Additional materials related to the evaluation of public school adult education programs were located which had been prepared by the California Association of Adult Education Administrators (4), or the National Association for Public School Adult Education (5), or the Adult Education Association

of the U.S.A. The findings of evaluation studies of various adult education programs in communities of differing sizes were also reviewed. The community information included in 1960 U.S. Census reports, basic information about the school system, and the reports regarding adult basic education in the District of Columbia that were prepared under the direction of Gregory (6) and McCollum (7).

4. Theoretical Model - A major aspect of the work of the task force was the preparation of a detailed theoretical model which described major characteristics of a large city public school adult education program. The preliminary draft of the model was prepared on the basis of reports on previous similar surveys, and the relevant theoretical, descriptive and research literature. Preliminary contact with the Washington, D. C. public school adult education began with the reading of assembled reports and with conversations with the persons who were most closely associated with the current program. With the overview of the present program that resulted, the model was extended so as to be most appropriate for use as a basis for studying this specific program. This stage consisted of a listing of characteristics of excellence.

5. Data Collection Activities

   a. Meeting with D. C. public school personnel connected with the adult education program so that they could

    1) become oriented to the general survey plan
    2) make suggestions regarding a modification of the survey plan
    3) contribute needed data
    4) react to a draft of the task force report

b. Interviewing selected persons connected with the adult education program. Extensive interviews were conducted by the task force chairman with staff of the adult education division. A luncheon meeting was also held with directors of other adult education programs. Plans by the total study staff to interview a sample of adults in Washington, D. C., including a set of questions on adult education interests and participation, have not materialized.

c. Reactions were obtained from outside experts who are professors of adult education, members of the National Association for Public School Adult Education and the Adult Education Association.

d. The chairman conducted several personal visits to and observations of the D. C. program.

e. The data were analyzed primarily by making a comparison between the collected data and the model. The comparison is presented in section III of this report.

E. Major References

(1) Havighurst, Robert, The Public Schools of Chicago, Chicago, Board of Education of the City of Chicago, 1964.

(2) Ibid.

(3) Williams, Walter R. and Associates, Long Range Needs of Dade County in Vocation, Adult, and Related Education, Tallahassie, Florida Department of Education, 1963.

(4) Los Angeles City-County Adult Administrators Associations, Study Guide for Evaluation of Adult Schools, distributed by California Association of Adult Education Administrators, 1962.

(5) N.A.P.S.A.E., Public School Adult Education Almanac, Washington, D. C., National Association for Public School Adult Education, 1966.

(6) Gregory, Francis A. (Chairman) Report of the Citizen's Committee on Literacy to the Board of Commissioners of the District of Columbia, Washington, D. C.: February 1965.

(7) McCollum, John W., A Proposal for a Coordinating and Service Center for Adult Basic Education and Related Activities in the Washington Metropolitan Area, Washington: Social, Educational Research and Development, Inc., December 1966.

(8) Johnstone, John and Rivera, Ramon, Volunteers for Learning, Illinois: Aldine Publishing Co., 1965.

II. SUMMARY OF PRIORITY RECOMMENDATIONS

A. Introduction - There appears to be widespread consensus by legislators, school administrators, other public leaders, and many disenfranchised adults in the District of Columbia, that an increase in the knowledge and competence of the adults in Washington, D. C. is a major factor in solving community problems and achieving community goals. There is, however, far less consensus regarding the extent and direction of the role that the public school adult education division should perform in this regard. *The fundamental recommendation of this report is that a substantially larger portion of the leaders and general citizenry of Washington, D. C. should become involved in deliberations regarding the role of adult education.*

The community need is apparent and well documented in figures on illiteracy, unemployment, and problems of health, family life, and community life that could be resolved at least in part through further education. There are hundreds of institutions and organizations that sponsor programs of adult and continuing education, many of which serve adults who reside in the metropolitan area outside the District of Columbia line. Exact figures on the extent of participation in adult education by D. C. residents are not available. However, projections from national averages indicate that about seventy thousand D.C. adults probably participated in some type of organized adult education program during the past year. In addition to the schools, these programs were sponsored by colleges, libraries, employers, churches, unions, and community agencies such as the YWCA. *The crucial question for the present report is, what should be the extent and type of program developed by the public school adult education division?*

One of the unique characteristics of the present program is that, aside from being part of one of the largest educational institutions in the community, its programs are tax supported and fees are not charged to the adult learners. In seeking to maximize its community impact, the Division should emphasize those programs for which the lack of a fee is an important condition in reaching a target population. Examples of such programs include those for adults in very low income families, those for teachers in other adult education programs, and those for all adults in the community regarding their roles as citizen and family member, in which the total community has such a major stake.

The current investment in public school adult education is clearly inadequate. It is difficult to ascertain how inadequate because of the lack of recognized standards of comparison and because there has been no agreement regarding the appropriate quality of life for residents in the nation's capital. The conclusion of the Havighurst report on the Chicago schools was that they were reaching less than three percent of the adults, compared with other major cities which ranged from four percent in New York City to twelve percent in Los Angeles. The schools in D. C. are reaching about three percent of the adults. The overwhelming remedial emphasis in D. C. on providing elementary and high school courses for adults who failed to complete them as adolescents is a dominant characteristic of the D. C. adult education program. About two-thirds of the D. C. program is in this area compared with about ten percent for public school adult education programs nationally. Nationally, about forty percent of programs are vocational compared with about twenty percent in D. C., and about twenty percent are on home and family life compared with less than five percent in D. C. Almost all of the courses that are directly related to citizen role in D. C. are part of the Americanization program. The financial support by the school system of adult education appears to be substantially less than that for other large cities, substantially lower than one percent for D. C. compared with one percent each for Chicago and New York City, and more than two percent for Los Angeles.

In a report of this type, there is a temptation to propose innovations that are dramatic and novel. The present circumstances in D. C., however, warrant primary attention to fundamental but prosaic factors such as resources and priorities. It is the purpose of the remainder of this section of the final report, to select from the recommendations presented in Section III of the report, those that seem to have highest priority and urgency, and to suggest a sequence in which they might be grouped in a plan for implementation. It is recognized that the following plan is suggestive, and that a detailed plan will require extensive participation by those who will carry it out.

B. Major next steps - Once it is accepted that an essential ingredient in the current and projected efforts to improve the quality of life in the District of Columbia is a substantially expanded public school adult education program, there are two major resources that must be increased if the expansion is to have the desired results. *One is money, and the second is an expanded number of full time competent adult education administrators who can provide leadership to assure that all of the required resources are acquired and competently transfored to produce the intended outcomes.* Each of these two types of resources should be increased at each phase in the process of implementing the recommendations of this report. It is suggested that the implementation occur in the following three phases, each consisting of one or two years. The numbers and letters in parenthesis following many of the phrases and sentences refer to the numbers proceeding the recommendations listed in Section III of this report.

1. Phase One - The priority recommendations that are summarized in phase one, were selected because together they can contribute to subsequent planning for sound agency development and to marshaling of needed support from school system and community. One of the major ways in which the present task force report should be used is in helping to gain approval for an increase in the District budget for the Adult Education Division. Perhaps time at several Divisional staff meetings should be devoted to discussing how to proceed most effectively. It should be proposed that a major portion of the increase be designated as venture capital which is not directly tied to an increase in the number of classes. (75B) During phase one, a major portion of the venture

capital should be devoted to two projects, which might be undertaken by the same persons, some of whom might be new staff in the Division and some of whom might be consultants on a part-time basis. One project should be the initiation of a long term in-service Divisional staff development activity oriented towards adaptation and change (75A) the second should be the establishment of a research and evaluation unit associated with the Division (100B). Both of these projects will be greatly facilitated if present plans materialize for a multi-agency center for Adult Basic Education (75C). The Research and Evaluation unit should concentrate at first on a clientele analysis (5B) and on agency assessment (95A, 100A) with special emphasis on program evaluation (50C). The procedures for agency assessment should facilitate the communication of findings to those who can contribute to improvement (95B). A major emphasis of the staff development activity should be a review of agency goals (30). The process should include contact with personnel in the school system, with adult educators associated with other agencies (20B), and with community leaders through a series of high level adult education seminars on topics central to the improvement of the D. C. public schools, including adult education programs (25B).

2. Phase Two - The results of phase one should prepare the way for phase two by providing data for detailed planning,

increasing staff competence, increasing enrollment pressure and increasing the understanding of and commitment to agency goals by decision makers in the school system and community (45). The most major aspect of phase two would be the establishment of a separate adult education division (90A), which would include not only the addition of some full time administrative positions, but also an increase in the salary and other incentives that are necessary to recruit highly competent administrators (65B). Two major advisory committees should be established during the second phase, one oriented towards the school system (90B) and one oriented towards the community (90C).

3. Phase Three - The concentration during phase three should be on consolidation and on long term development. A major investment should be made regarding in-service staff development, with major emphasis on program development, supervision, and teacher training (65C, 10C, 50B, 70, 40B). The Division should now be prepared to extend its programming beyond the current predominant use of the temporary group class, and the organization settings, to include the community setting at the local neighborhood level (35B) and the individual setting of the self directed learner. The gradual increase during the first two phases, of adult counseling staff would provide the basis for establishing an adult counseling center that can service all aspects of the Division (55).

III. Report of Findings

A. Introduction - Based on the analysis presented in Section IV, twenty assessment categories were identified as important aspects of an adult education agency. For each of these categories, five types of information were prepared -- standards of excellence, description of present situation, gaps, why, and recommendations. The way in which these sections are organized is presented in the following Table of Assessment Categoreis. The resulting one hundred sections constitute the framework within which the total detailed findings of the task force study are presented.

TABLE OF ASSESSMENT CATEGORIES
Adult Education Division
Washington, D.C. Public Schools

CATEGORIES	Standards of Excellence	Description of present Situation	Gaps	Why	Recommendations
I. Intended Results or Objectives					
A. Impact on learners and hence community	1	2	3	4	5
B. Direct service to community organizations	6	7	8	9	10
C. Benefit to school's preparatory education	11	12	13	14	15
D. Impact on other adult education agencies in community	16	17	18	19	20
II. Attention to required resources from schools, other agencies, and community	21	22	23	24	25
III. Transformation of resources to maintain stability and stimulate change					
A. Goals and policy	26	27	28	29	30
B. Program development	31	32	33	34	35
C. Teacher selection and supervision	36	37	38	39	40
D. Learner selection	41	42	43	44	45
E. Teaching-Learning transaction	46	47	48	49	50
F. Learner support and advisement	51	52	53	54	55
G. Support staff selection	56	57	58	59	60
H. Administrator selection	61	62	63	64	65
I. Maintenance of personnel	66	67	68	69	70
J. Adaptation and change	71	72	73	74	75
K. Facilities and equipment	76	77	78	79	80
L. Materials	81	82	83	84	85
M. Coordination and communication	86	87	88	89	90
N. Financing	91	92	93	94	95
IV. Agency assessment and feedback	96	97	98	99	100

B. Assessment Sections

1. Regarding impact on learner and community, an excellent adult education agency:

    A. Has identified and is striving to achieve several types of impact on the lives of adults in the community service area, in terms of

        1) Increased readiness to participate in purposeful, systematic, and sustained educational programs, as reflected in patterns of social participation.

        2) Changes in knowledge, skills, and attitudes by the individual learner, as reflected in learning gains during the educational program.

        3) The application of learning gains in the form of increased competence, as reflected in the adoption of improved practices.

        4) The benefits to society of increased competence, as reflected in increased productivity, decreased unemployment, improved family life, and heightened public responsibility.

    B. Has achieved a degree of balance in program objectives, in terms of

        1) segments of the adult population being served, as reflected in a comparison between a clientele analysis and census-type data.

        2) programs related to various stages of adult life cycle and major roles, as reflected in emphasis on

the adult's roles as citizen, worker, family member, consumer, organization member, and user of leisure, as well as a healthy and totally functioning human being. The community has a special stake in programs related to citizen role.

3) program offerings aimed at adults at each of the various stages in the ability to perform as self-directed learners, as reflected in vestible programs for the unready who have great educational deficiencies, in formal educational programs for the ready who require organized learning resources, and in available learning resources for the self-directed learner.

4) both components of the program that draw upon subject matter resources existing in the preparatory education program, and components that are developed by the agency to meet unique educational needs of adults.

5) the goal that aggregate offerings of all agencies in the community will provide adult education opportunities for all adults, on any topic, at any time.

C. Has prepared and publicized a set of priorities that indicates emphases of the agency during the current time period, in terms of

1) a public statement of priorities

        2) policy regarding current priorities ratified by the board of education
        3) internal guidelines of the agency regarding response to external requests and areas of initiative by the agency regarding special emphasis.

    D. Has established procedures for certifying competence of adults (which may not have been developed through participation in programs of the agency), when no other agency is better prepared to do so, as reflected in such activities as the equivalency diploma examination procedures.

2. Regarding impact on learner and community, the adult education division:

    A. Has concentrated primarily on helping educationally ready adults to learn what they want to learn and to leave the problem of application to them. (This has also been characteristic of most other public school adult education programs.) With the exception of the Adult Basic Education program, there have been few vestibule courses for adults who are not ready for more formalized courses, with the purpose of bringing them along to that point. There have also been few courses which have emphasized in a major way, application of what is learned, by the use of methods such as field trips, role playing, result demonstrations, and follow up on the job. One exception is the emphasis in some vocational courses on not only getting but also keeping a job. There has been no organized effort to demonstrate the return to society on the investment of tax dollars, in the form of increased productivity, decreased unemployment, improved family life, or heightened public responsibility resulting in part from the adult education program. Some programs, such as the one in Flint, Michigan, have assembled evidence to support assertions regarding benefits to society as well as to the individual learner, of an adult education program. However, in the District of Columbia, both the Gregory and the McCollum reports have contained projections regarding the probable community impact of greatly expanded programs of adult basic education. There has also been little systematic evaluation of program effectiveness in the form of studies of achievement or dropout.

B. Has conducted no clientele analysis or other summary of adult student characteristics to compare with census data regarding representativeness. Based on the general impressions of Division staff, the present program seems to be reaching higher proportions of young adults and of adults at lower levels of income and occupational prestige, but otherwise it is assumed that those adults who participate are somewhat representative of the adult population in the District. Based on a tabulation of enrollments in various types of course offerings, an overwhelming portion of the total program deals with occupational education or general education up to the equivalent of a high school diploma. Relatively small proportions of the course offerings relate to life roles such as citizen, consumer, family member, organization member, and user of leisure. Admittedly, these types of adult education programs require more extensive and competent program development efforts by administrative staff, but the community has a special stake in seeing to it that programs in the nonoccupational areas are available. With the exception of the academic courses that prepare the adult to acquire the high school diploma, most of the courses in the Division are adapted or developed for adults.

C. Has prepared no statement of current goals or priorities. Of course, the goals of the Division are implicit in the program offerings of recent years, with heavy emphasis on continuing long established programs within an unchanging budget allocation from the school system, and on the operation of some new programs under direct federal grants. The Gregory report did assess current efforts of various agencies including the Division, regarding adult basic education in the District, and did recommend related priorities.

D. Has worked with and through the Board of Examiners for certifying competence, such as for the Equivalency

Diploma test. In similar ways the public welfare department is doing so on a pilot basis for one program and at the point of acceptance of adult students the labor department does so for MDTA programs.

3. Major gaps
   - A. No clientele analysis, to provide a basis for ascertaining which segments of the adult population are being served by current programs.
   - B. No statement of goals and priorities, to enable concentration of resources and effort in the most important areas.
   - C. Too little emphasis on programs for adults who need informal programs to prepare them for more formal course offerings, or flexible learning resources to assist them as self-directed learners, or general education courses beyond the High School diploma.
   - D. Too little evidence regarding the benefits to the community, of increased competence resulting from Divisional programs.
4. Why
   - A. The major reason for these gaps is the lack of a sufficient number of competent adult education administrators to clarify goals, describe clientele, ascertain benefits, and develop program offerings for the educationally unready or the self-directed learner. These activities are far more difficult than arranging for courses, and

require the time of persons with specialized professional preparation. Continuing budgetary restrictions on regular District programs have prevented the necessary program development activities. The outside financing of Federal grant programs has provided the opportunity for more adequate program development for these programs.

B. A related reason is that the community pressure for diploma and vocational courses is more than enough to consume all of the available administrative time and energy, with the result that too little attention is given to achieving goals of the Division for which requests are not forthcoming without administrative leadership.

5. Recommendations regarding impact on learner and community.
    A. Increase the Divisional budget from District funds to increase the number of competent adult education administrators.
    B. Conduct a clientele analysis and compare the results with census type data, as a basis for preparing a statement of goals and priorities for the coming decade.
6. Regarding direct service to community organizations, an excellent adult education agency:
    A. Has established sufficiently extensive working relationships with various types of organizations throughout the community, so that

1) the members of those organizations have a relatively detailed and accurate understanding of the goals and procedures of the agency
2) The organizations and their members periodically request that the agency provide educational programs

B. Has recognized that some educational objectives of the agency are more effectively achieved by working with and through various community organizations, in terms of
   1) co-sponsorship of programs
   2) educating the personnel of organizations to work more effectively with adults
   3) developing materials and procedures for use by other organizations
   4) consultation regarding the adult education components of action projects

7. Regarding direct service to community organizations, the adult education division:

   A. Has emphasized co-sponsorship of adult education programs with other organizations. The contacts that Division staff have had with community organizations has been on an individual basis, there has been no organized effort in the Division to assure relatively comprehensive direct contacts with major segments of the community. The Division does however have a moderate degree of visability because program requests are received.

B. Although very little is done by the Division regarding teaching the teachers for other organizations, developing materials and procedures, and consultation; the co-sponsorship of adult education programs with other organizations has been assigned relatively high importance by the Division. Examples include:

1) provision of teachers of adult basic education for the Reformatory training program.
2) provision of facilities and instructors for training unemployed heads of households, in which the welfare department reimburses the Division for instructional costs out of funds from Title 5 of the Economic Opportunity Act.
3) provision of basic skill training as part of a total rehabilitation program for persons about to be released through halfway houses operated by both Glendale and St. Elizabeth Hospital.
4) provision of a coordinator and teachers for a program on child care, home management, employment skills and an academic refresher course, for mothers without husbands, in conjuction with the welfare department.

8. Major gaps

A. Too little comprehensive direct contact between the Division and organizations in all segments of the community.

B. Almost no education of persons in community organizations to enable them to more effectively develop and teach in adult education programs.

9. Why

   A. An insufficient number of competent adult education administrators.

   B. Too limited visability of the Division in the community.

10. Recommendations regarding service to community organizations.

    A. Increase the number of competent adult education administrators.

    B. Develop a plan by which the total administrative staff of the Division can maintain comprehensive direct contact with organizations in all segments of the community.

    C. Establish as a major component of in-service training for administrators and teachers in the Division, an emphasis on increasing competence in effective design of educational programs for adults.

11. Regarding benefit to the preparatory education program of the school system, an excellent adult education agency:

    A. Provides an ongoing organizational structure within which to effectively achieve the general continuing education objectives of the total school system, in terms of

       1) adult education programs that are federally reimbursable

2) adult education programs that are initiated by the local school district, such as the evening high school

3) programs initiated by the agency

B. Enables the school programs for full-time pre-adult students to emphasize topics of current relevance to children and youth and to emphasize preparation for continuing education, because the adult education agency will provide opportunities during adult life to engage in educational programs that are directly relevant to adulthood.

C. Develops educational programs aimed at parents of the current full-time students, for the purpose of helping the parents to help their children to achieve the objectives of the preparatory education program, such as an evening course on modern math for parents during the years in which a revised math curriculum is being introduced into the schools.

D. Encourages participation in agency programs by adults in the community who will be influential regarding decisions on school programs, and who will probably develop a greater understanding of important educational issues through direct experience than through indirect experience mediated by the mass media, their children, or the memories of their own childhood.

E. Contributes to increasing the competence of those teachers in the preparatory education program, who teach in the continuing education program and thereby gain a better understanding of what their pre-adult students in the preparatory program may subsequently do with what they learn.

F. Enables more extensive utilization of the physical plant and facilities, thus reducing unit costs.

12. Regarding benefit to the preparatory education program of the school system, the adult education division:

    A. Has provided the structure through which almost all adult education programs of the school system have been offered. However, there have been almost no requests from preparatory education teachers or administrators in the system that the Division undertake a new program. When the D. C. Teachers College, at the request of the Division, did conduct a training program for teachers of adults, many of the participants were elementary school teachers who did not teach through the Division but who wanted to acquire background to more effectively work with the parents of their elementary school students.

    B. Has had seemingly little impact on the preparatory education curriculum.

    C. Has during the past two years conducted three projects, such as math for parents, that were designed to reinforce the objectives of the preparatory education for children and youth. The requests came from the P.T.A. and the response was good.

D. Has developed few if any educational programs aimed at influential adults in the community who with increased contact with Division programs will become better prepared to make constructive contribution to the improvement of the entire school system.

E. Has made a modest, but difficult to specify, contribution to the full-time teachers in the system who teach in the division, in their ability to be more effective teachers of youth because of their contact with adult learners.

F. Has somewhat reduced unit costs for plant utilization, but because no fees are charged for programs supported by District funds and the local contribution to grant programs is "in-kind," there has been no financial advantage to the school system in relation to the facilities budget.

13. Major gap - Insufficient direct contribution by the adult education division to the preparatory education program.

14. Why - Although the Division does provide a way for teachers in the preparatory education program to increase their income, and for part-time students to complete a high school diploma, there are few other direct and evident benefits to the preparatory education program. It is appropriate that

the major outcomes of the Divisional programs are direct contributions to the adult learners. However, in many adult education divisions there are secondary benefits to the parent institution in the form of additional income to defray some of the costs for facilities and equipment, or to pay part of the costs of a larger more specialized faculty. When the additional income is in the form of fees paid by learners, it is more evident than when it is in the form of a supplemental appropriation which the District would probably not have received. The Division also does little to help the preparatory education program to achieve its instructional objectives, other than the evening high school program and a few parent education classes. One result is that preparatory education teachers and administrators view themselves as sharing facilities and equipment with the adult education division, without receiving any compensation for the bother.

15. Recommendation regarding benefit to the preparatory education program - Meet with a committee of preparatory education administrators and/or teachers to identify an aspect of the preparatory education program that could be most benefitted by an educational program of the adult education division. The development of a resulting program would promote closer working relationships between the preparatory and continuing education divisions of the school system.

16. Regarding impact on other adult education agencies in the community, an excellent adult education agency:

    A. Actively participates in a local adult education council, so that through frequent contact with each other, the directors of the adult education agencies in the community can be familiar with the ways in which various types of agencies complement each other and can identify gaps.

    B. Refers to other agencies, adults whose request for an educational program not offered by the agency, can be better serviced by the other agencies.

    C. Recognizes that some agency objectives are more effectively achieved by working with and through other agencies, in terms of

        1) Co-sponsorship of programs

        2) Undertaking pilot projects to be later transferred to other agencies

17. Regarding impact on other adult education agencies, the adult education division:

    A. Has maintained limited contact with other agencies, primarily through the Adult Education Association of Greater Washington. Directors of other agencies are only dimly aware of what the Division is doing, and when the Division proposed that the local unit of the association support the Operation Alphabet project, they declined.

B. Has achieved referrals of adults who inquire so that they make contact with more appropriate agencies, mainly through familiarity arising out of personal contact with directors of some other agencies, instead of any more comprehensive and formalized system of information exchange between agencies.

C. Has co-sponsored a conference for teachers with the National Association for Public School Adult Education, which happens to be headquartered in Washington, but in general has engaged in almost no co-sponsorship of programs with other adult education agencies. However, an experimental center for Adult Basic Education that would be related to many relevant agencies including the Division, is currently being considered in the District, and the Division has been one of the strongest supporters of the proposal.

18. Major gap - The Division has exercised too little leadership in attempting to achieve Divisional objectives with and through other adult education agencies.

19. Why - It requires program administrators with a higher level of educatinal background and experience to identify objectives that are better achieved through cooperation with other adult education agencies and to make such arrangements, than is required to schedule divisional courses. The Division has an insufficient number of competent adult education administrators.

20. Recommendations

    A. Increase the number of competent adult education administrators.

    B. Increase informal association with other adult educators in the metropolitan area.

21. Regarding the required resources that must be acquired from the school system and community for the adult education objectives to be achieved, an excellent adult education agency:

    A. Makes provision for a balanced flow of the major types of resources, including

        1) goals
        2) learners
        3) teachers, counselors, writers
        4) support staff
        5) facilities and equipment
        6) materials
        7) finances
        8) administrators

    B. Arranges for an appropriate mixture of sources of resources, including

        1) school system
        2) other adult education agencies
        3) employers of adult students
        4) community
        5) outside the community, such as federal aid

22. Regarding the acquisition of required resources, the adult education division: Has experienced major difficulty in maintaining a balanced flow of resources from the available sources.

The major sources of each type of resource are indicated below.

A. Goals - primarily those which are implicit in historical agency functioning. Participation in federally funded projects, such as MDTA and Adult Basic Education, has shaped Divisional goals as have Divisional responses to requests from organizations. The preparatory education programs and central administration segments of the school system appear to have shaped Divisional goals primarily in providing a preparatory high school curriculum to be duplicated for the adult part-time student, and in restricting the growth of the Division by control of facilities and budget.

B. Learners - There are two major channels through which learners enter Divisional programs. Most enter as individual registrants, on their own initiative. Most of the remainder enter, in part, because they are members of an organization that in some way co-sponsors the program.

C. Teachers - Most of the persons who teach in the Division do so on a part-time basis. About half of them are also full-time teachers of children or youth in the school system. The remainder are from the community.

D. Counselors - With the exception of two counselors at the Armstrong Center and two recently associated with the adult basic education program, there are almost no counselors associated with the division. These four are primarily connected with the Division. Although many teachers and administrators do some course advisement, the result is minimal.

E. Support Staff - Exceedingly little support staff, mainly secretarial and custodial, is available to the Division and this through the school system.

F. Facilities and equipment - The primary source is the school system facilities during evening hours, but there has been increasing use of non-school facilities when a co-sponsoring group can provide facilities as their contribution.

G. Materials - With the exception of the Armstrong Center, the availability of library and other instructional materials is exceedingly limited. The Divisional budget covers equipment and materials for duplicating instructional materials. Adult students purchase texts for their course, and the list of texts is submitted to the superintendent.

H. Finances - The primary source is allocations from the D. C. school system budget. A recent major secondary source is federal grant funds.

I. Administrators - Most of the administrators in the Division devote only part of their time to adult education, with the remainder related to some part of the preparatory program. Most of the few full-time administrators in the Division are associated with federal grant supported programs.

23. Major gaps

A. Insufficient money, especially that from District funds to pay for more full-time program administrators, counselors, and for expanded instructional materials.

B. Insufficient day-time facilities

C. Too few participants, especially adults from lower socioeconomic segments of the community, and community decision makers.

24. Why - The school district has restricted budget increases for the Division in recent years. To reach more disadvantaged adults, the Division will need more available facilities and more money for program administrators and counselors who can work with teachers in developing more effective programs. Educational programs for decision makers will help to increase support for an expanded budget.

25. Recommendations regarding required resources.

A. Increase the Divisional budget, especially for competent full-time program administrators and counselors paid out of District funds, and to provide for more adequate facilities and materials.

B. Develop some effective adult education programs for decision makers in the District.

26. Regarding goals and policy, an excellent adult education agency:

    A. Has stated in one or more written forms, many of the important goals that are implicit in the programs and aspirations of the agency.

    B. Has included in the statement(s) of goals and policy, generalizations regarding both the maintenance of stability and the stimulation of change within the agency, in terms of

       1) continuing desirable practices regarding finance, participation, and control in the agency.

       2) encouraging and incorporating emerging goals related to the agency.

    C. Has utilized several major sources in the formulation of goals and policy, including

       1) school board
       2) superintendent of schools
       3) relevant legislation
       4) agency teachers
       5) agency students
       6) community groups
       7) agency administrators

    D. Has recognized that public demand is an exceedingly important force in the shaping of adult education goals and policy, and that when the learners pay directly little or none of the costs the focus of decision regarding priorities shifts to those who make budget allocations.

E. Has communicated the goals and policy of the agency as an important and somewhat separate organization, to selected groups, including
   1) school board
   2) administrators of the school's preparatory education program
   3) agency program administrators
   4) agency teachers and counselors
   5) agency students
   6) the community

27. Regarding goals and policy, the adult education divisiion:

A. Has no written statement of long term goals.

B. Has some informal understandings regarding goals of the Division which primarily emphasize the maintenance of stability and the continuation of desirable programs and practices, but because of continuing limits on resources have placed very little emphasis on stimulating change or encouraging emerging goals.

C. Has utilized the following sources in the formulation of goals and policy
   1) the precedent of past programs
   2) past decisions by the Commissioners of the District of Columbia

3) rules and position descriptions approved by the Superintendent of schools and the school board.

4) federal legislation (e.g., Manpower Development and Training Act; Vocational Education Act; Economic Opportunity Act)

5) ideas of students, teachers, and program administrators in the Division as transmitted in the annual reports of Divisional staff.

6) the informal influence of requests from community groups.

D. Has been relatively unsuccessful in convincing budgetary decision makers of the extent of need and demand for expanded adult education programs.

E. Has been relatively unsuccessful in communicating goals and policy to groups outside the Division. The adult students, teachers, and program administrators appear to have a fairly clear understanding of what the Division is currently doing and the relevant policies. However, efforts to increase support for expanded goals by superintendent, school board, district commissioners, and legislative committees have been associated primarily with budget requests. Efforts to develop a more clear and high priority image of the Division in the community have relied primarily on the current course offering as communicated by the printed listing and word of mouth from participants, as supplemented by the statement on the Armstrong Center and a small amount of mass media coverage.

28. Major gap - Inadequate clarity and visability of the goals of the Division.

29. Why - The staff of the Division have, over the past decade, exercised insufficient leadership in evolving high priority goals, and communicating them in a compelling way to those who have an impact on the major decisions affecting programs of the Division. The consistent limitations on budget expansion have served to discourage efforts to expand the program, and so the existing program implicitly contains the goal, "more of the same." The exceedingly small amount of administrative time of persons with any substantial amount of preparation and experience in adult education has been another restriction on needed administrative leadership. The clearest goals are associated with the Federal grant programs.

30. Recommendation regarding goals - Encourage the Divisional staff to undertake an internal study of goals and policies, with the assistance of outside consultants from the field of adult education. Persons whose future decisions can greatly affect the future development of the Division should be involved in the process, the results of the study should be communicated to them, and a procedures for more effective continuing communication should be instituted.

31. Regarding program development, an excellent adult education agency:

A. Allocates resources to both the provision of a current program offering and the process of improving the current program and developing new programs.

B. Has a current program offering that in general reflects the range of program objectives.

C. Emphasize methods of teaching and learning that are most appropriate for adults.

D. Includes some sequences of courses that include a progression, in terms of

1) scope and sequence, as reflected in the teachers plan

2) prerequisite courses and experience

3) coordinating procedures, as reflected in occupation centered courses in a certificate program

E. Arranges for the location and timing of the program to accomodate the convenience of the adult learners.

F. Has sufficient program flexibility to incorporate and adapt those courses from the preparatory education program of the school system that are of greatest relevance to adult learners, and also to develop additional courses that are especially for adults.

G. Recognizes that the continuation of a course offering depends on both the continued participation of the clientele and the continued commitment of decision makers associated with the school system.

H. Periodically assesses each program so as to
    1) find out how it has been improving, or
    2) if it hasn't changed
        a. to be sure that it is effective, or
        b. provide a basis for improvement

I. Has a procedure for the improvement of current courses and the development of new courses, in terms of
    1) encouraging and receiving requests from adults for new or revised courses
    2) working with representatives of community groups to identify educational needs of adults
    3) encouraging teachers to formulate new program ideas
    4) facilitating the efforts of program administrators to provide leadership regarding program development

J. Has a procedure for the involvement of persons representing each of the points of view that contribute to program planning, including
    1) learners
    2) teachers
    3) program administrators
    4) relevant community groups

K. Utilizes need assessment procedures that are appropriate in relation to the extent to which the needs of the intended learners are well understood, such as
    1) research regarding needs of non-participants that

might be met by adult education programs

2) clientele analyses regarding participants characteristics and reasons for attendance

3) opinions of agency teachers, counselors, and administrators

4) community involvement in the form of

   a. community census-type data

   b. agency staff contact with organizations

   c. advisory committees

L. Includes the learners in the program development process, in terms of

1) providing adequate attention to their backgrounds and interests

2) encouraging congruence between the program objectives and those adults who participate

3) providing procedures by which the learners can contribute to the planning of group programs both before and during the program.

4) enabling the learners to increasingly assume primary responsibility for the development of their own unfolding lifelong plan of continuing education, of which agency programs will be components.

M. Has procedures for increasing the congruence between the purposes of teachers and those of both learners and administrators.

N. Gives major attention to the design of effective learning experiences for adults, in terms of

1) selecting subject matter in relation to a set of course objectives, and not restricting it unnecessarily to a single subject field.
2) selecting methods of learning and teaching that are most effective in achieving the course objectives

O. Includes evaluation procedures throughout program planning and operation, as a way of allowing learner, teacher, and administrator to assess effectiveness and to improve the program.

P. Has competent program administrators with sufficient time available to assure that the program development process functions effectively, and that needed resources are contributed.

Q. Develops its programs within the context of all adult education programs in the community, in terms of

1) familiarity with the philosophy, policies and content of other agencies
2) encouraging other agencies to make a maximum contribution
3) developing programs that have highest priority in terms of unresolved community problems and unique resources within the school system.
4) arranging interchange of students, teachers, and materials

32. Regarding program development, the adult education division:
    A. Has allocated almost all of its resources to the current program and very few resources to new or improved programs, with the exception of federal grant programs.
    B. Has a current program offering that primarily emphasizes vocational education and literacy, with little emphasis on other program areas such as citizen role.
    C. Has placed some emphasis on adult oriented methods, but has almost exclusively utilized the temporary group, in contrast with individual, organizational, and community settings for adult learning.
    D. With the exception of the two-semester high school credit courses, has provided for almost no progression from one course to another, in terms of prerequisites.
    E. Has endeavored to schedule courses at a time and location that is convenient for adult learners, but because of unavailability of space in the day time and in some high schools during the evening, has been only partly successful.
    F. Has modified day courses primarily by emphasizing establishing rapport with the adult learners; and has developed new programs, especially for adults within relatively severe financial restrictions on program administration time for this purpose.
    G. Has been more successful in retaining continued participation of the clientele than in securing a sufficient

level of commitment by decision makers associated with the school system.

H. Has devoted relatively few resources to systematic program assessment.

I. Has used the following procedures for course development:

    1) New courses

        a. Aside from federal grant programs, the impetus for most new programs has come from requests by community groups to the Superintendent of Schools who refers the requests to the Division so that the group can become more familiar with the present program and the Division can obtain additional specific information about needs and numbers to be served. After studying the request, the Division forwards a recommendation to the Superintendent, if a program in response to the request would exceed current financial resources. Examples of requests include one from the NAACP for an academic refresher course for persons preparing to take civil service examinations, and one from the D. C. Teachers College for a course for persons who failed the entrance requirements due to low math and English scores. Each year the Division receives about 500 requests for short term programs, most of which are accommodated. The remainder are not accommodated because of the small numbers to be served, or limits on day facilities or program administrator time due to financial restrictions. These short term programs are typically one or two sessions a week for between 6 and 20 weeks.

b. Very few requests for new courses are received from individual prospective participants.

c. Persons who perform the program administrator role, through their contact with adults who inquire about or attend current programs, are able to forward program ideas to Divisional staff.

2) Current courses

a. The recommendations of teachers of adult classes are transmitted through the principal of the school in his annual report.

b. Program administrators occasionally suggest ways to improve current programs.

J. Has few formal procedures for involvement of major points of view in program planning. For regular courses, planning is handled primarily by the teacher. For Federal grant programs, program administrators take a more major role. In the cosponsored programs, relevant community groups participate in the planning. The planning role of the learners, or their representatives, depends on the circumstances of each program but in most cases it tends to be slight and indirect.

K. Has used few need assessment procedures, primarily the following:

1) research regarding non-participants, primarily as contained in the Gregory report regarding literacy and adult basic education.
2) no formal clientele analysis, only informal efforts by individual teachers on a class by class basis.
3) opinions of teachers and administrators primarily as contained in annual reports
4) community involvement
    a. little use of census type data
    b. some staff contact with community groups
    c. almost no use of advisory committees directly related to adult education. There was an advisory council in the 1940's, and there was a new community advisory committee related to adult basic education, that was established last year.

L. Has used few ways to include the learner or his representatives in the program development until a course meets, and none to encourage adults to become self directed learners.

M. Has allowed teachers wide latitude in deciding upon course purposes regardless of the purposes of learners or administrators.

N. Has left to the course teachers, the program design decisions regarding multiple subject matter areas and learning methods that are appropriate for adults, with little contribution by program administrators.

O. Has placed very little emphasis on or provision for program evaluation throughout planning and operation phases.

P. Has had available an exceedingly limited amount of program administrator time.

Q. Has, to only a very small extent, developed close working relationships with other adult education programs in the community, in terms of

1) some familiarity with other programs at the Divisional office but little systematic contact at the school and program level (with the exception of adult basic education)
2) little effort to encourage contributions by other agencies
3) little concerted effort to identify gaps in community programming
4) almost no interchange of students, teachers, and materials between agencies.

33. Major gaps

A. The relatively few new programs being developed each year, with the exception of Federal grant programs.

B. Lack of advisory committees specifically related to the adult education programs.

C. Lack of systematic evaluation and assessment.

D. Lack of programs oriented to the individual, organizational, and community settings of adult education.

E. Inadequate time of competent program administrators.

34. Why - The first four gaps occur primarily because of the fifth, lack of competent program administrators.

35. Recommendations regarding program development.

A. Increase the number of competent adult education administrators.

B. Develop some pilot programs aimed at adults with very low levels of literacy and vocational competence, by beginning at the neighborhood level, identifying persons who are informal opinion leaders for adults in the target population, involving the opinion leaders in leadership training, developing a vestibule program with and through the opinion leaders as a way of reaching adults in the target population, recruiting adults into the vestibule program, and facilitating their transfer into literacy and vocational courses.

C. Establish active community advisory committees associated with the major segments of the adult education program.

36. Regarding teacher selection and supervision, an excellent adult education agency:

A. Assigns the highest priority to the recruitment, selection, assignment, and supervision of teachers and counselors as the major way in which the effectiveness of the teaching-learning transaction can be increased and the primary agency objectives achieved, as reflected in

1) sufficient administrative staff competence and time for teacher selection and supervision

2) adequate incentives to attract and retain excellent teachers and counselors

B. Selects and retains effective teachers of adults, in terms of

1) subject matter competence

2) personal applied experience (in some fields)

3) competence in teaching methods appropriate for adult education

4) commitment to adult education

C. Develops a staffing pattern that is optimum in relation to both agency objectives and availability of teachers, in terms of

1) recognizing the advantages of full-time teachers with the agency related to commitment, continuity, and instructional leadership; and the disadvantages related to flexibility to quickly achieve major shifts in program emphasis.

2) recognizing that the full-time preparatory education teachers with the school system constitute the major instructional resource for the agency, while also recognizing that their overload use by the agency can be a major source of competition regarding time, energy, and talent.

3) recognizing that there are rich resources in the community for part-time teaching in the agency, related to both other educational institutions and

various occupational groups, but that their use usually requires some coordination with relevant instructional groups within the school system.

D. Recognizes that a predominantly part-time agency teaching staff typically requires adequate staffing of program administrators to perform teaching related roles to offset problems arising from such factors as

1) limited internalization of agency values
2) competition from their full-time responsibility
3) limited cohesiveness at any one time
4) lack of continuity over time

E. Utilizes multiple incentives to attract and retain excellent teachers, with major emphasis on remuneration and commitment to program purposes, along with appeals related to competence, time, teaching style, image, and obligation.

37. Regarding teacher selection and supervision, the adult education division:

A. Has assigned only moderate priority to teacher selection, as evidenced by the exceedingly limited administrative staff time and competence that is available, combined with the somewhat more satisfactory set of incentives that is available.

B. Has retained the more effective teachers of adults relatively well for the existing program. In specifying teaching effectiveness, subject matter competence is certified by the Board of Examiners. In some fields, applied experience is an important qualification. Some minor emphasis is given to commitment to the field of adult education and to competence in adult oriented teaching methods. In general ways, teachers are encouraged to have a learner orientation with emphasis on rapport, empathy, and discussion with the learner.

C. Has a relatively even balance between school and community sources of teachers in which for the academic courses preference is given to teachers in the preparatory program, for other courses an initial effort is made to locate qualified practitioners in the community, and for short term programs almost all teachers and resource persons are from the community.

D. Has, with the exception of some of the Federal grant programs, inadequate program administrative staff to offset problems of limited cohesiveness, continuity and commitment. The turnover rate arising from changes in personal plans is increased by a school system policy that requires that after 6 consecutive years of teaching evening classes, a day school teacher must withdraw from the evening program for one year.

E. The incentives are primarily financial with the current rate per contact hour set a $5.56 for persons with less than three years experience, up to $6.72 for persons with six or more years of teaching experience. This is designed to pay for both preparation and class room time. Mostly, teachers learn to work effectively with adults through experience, supplemented by a two-hour in-service training session each year and availability of materials by NAPSAE.

38. Major gaps
    - A. Almost non-existent in-service training of teachers of adults.
    - B. Inadequate program administrator time for supervision and assistance to teachers.

39. Why - The major reason for the lack of in-service training is inadequate program administration.

40. Recommendations regarding teacher supervision.
    - A. Increase the number of competent adult education administrators.
    - B. Arrange for outside consultants to assist in developing a program of teacher training, and provide funds in the budget to cover costs including those for teachers being trained.

41. Regarding learner selection, an excellent adult education agency:
    - A. Endeavors to increase public understanding of its program in recognition of the fact that to be of service adults in the community must voluntarily elect to forego other activities in order to participate in an agency program.
    - B. Recognizes that the variety of adults who flow through the agency tend to be those with higher levels of education.

C. Is committed to reaching a wider constituency, by
  1) facilitating entry to agency programs
  2) emphasizing more congenial forms of learning activity
  3) using more flexible administrative procedures
  4) identifying under served target populations
  5) actively trying to communicate with adults in the target population

D. Plans and conducts an effective effort to communicate with potential participants, in terms of
  1) using channels of communication that actually reach the adults in the target population, such as
    a. organizations of which the adult is a member
    b. impartial counselors
    c. informal opinion leaders in his circle of friends
  2) demonstrating the relevance of the agency programs to the potential participants, by
    a. showing how the issue with which the program deals, importantly impinges on his life
    b. increasing his commitment that by participating in the agency program he can bring about a desirable change related to the issue.

E. Attempts to minimize the extent to which the internal functioning of the agency and school system adversely affects the encouragement of more extensive participation by adults in agency programs, including attention to such factors as
  1) formal and informal restrictions on admission

2) public information about the program

3) excellence of individual courses

4) opportunities for sequential progression from course to course

5) restrictions by the school system related to concern for competition regarding students, teachers, facilities, and funds.

42. Regarding learner selection, the adult education agency:

A. Has relied primarily on the printed brochure, word of mouth from participants, and personal contact with directors of other agencies and groups. However recent association with the United Planning Organization may lead to more personalized contact through block leaders.

B. Seems to have reached many adults at lower educational levels, but it is difficult to be specific without some type of clientele analysis.

C. Has been serving about the same number of adult students throughout the past fifteen years. During the current year an average of about 7,500 different adults will be served by the Evening Schools, Armstrong Center, Americanization School and the Federal grant programs during a given month, with a total of about 19,000 course enrollments. Divisional records do not allow a precise estimate of the number of different adults who are served by the Division each year, but the figure is probably between 12,000 and 16,000. With the exception of the adult basic education program, there has been no concerted effort to widen or extend the constituency. There was an increase of about 500 adults in average membership during the past year.

D. With the exception of the advisory committee of the adult basic education program, the present procedures for demonstrating the relevance of agency programs to potential participants using channels that actually reach them, is minimal. The co-sponsored programs contain a built in channel to the members of the co-sponsoring organization, but the regular class program relies heavily on word of mouth and limited mass media.

E. Has done little to increase enrollments through altering agency functioning. There are few restrictions on admission, little public information, average course quality, and little sequencial course progression. However, a major factor is school system restrictions on resources needed for expansion.

43. Major gap - Slow growth in numbers of adults being served, compared with programs in other cities.

44. Why - Aside from Federal grant programs there has been little incentive to attract more adults when an unchanging budget from District funds would make it very difficult to serve them.

45. Recommendation regarding learner selection - Simultaneously communicate to decision makers, the urgency of an increased

Divisional budget, and develop a more effective procedure to demonstrate the relevance of Divisional programs to potential participants. The anticipated major increase in enrollments should help to support the budget requests.

46. Regarding the Teaching-Learning Transaction, an excellent adult education agency:

    A. Includes several types of programs regarding the assumed predominant educational background, competence and role of the learners, so that adults with various levels of educational readiness and competence as self directed learners will be encouraged to particpate and persist in some of the total range of agency programs.

    B. Encourages the statement for each course of clear and realistic objectives that are of relevance to the learners, in terms of

        1) describing the course in a clear, accurate, and compelling way as a way of encouraging participation by adults with appropriate objectives.

        2) recognizing and encouraging the learners in their role of helping to formulate the objectives.

        3) facilitating the process of enlarging the overlap of intent by learner and teacher.

    C. Selects, orients and supervises teachers so as to encourage teaching styles that are most effective, in terms of

        1) achieving course objectives

        2) encouraging initiative and flexibility by teachers to

develop more relevant objectives and to utilize more effective procedures.

3) establishing rapport with learners, by
    a. possessing competence that is important to the achievement of the course objectives
    b. being respectful, patient, encouraging and sympathetic with learners
    c. encouraging learners to participate actively in specifying objectives and procedures
    d. selecting methods, materials, and illustrations that are especially congenial to the learners backgrounds.

D. Encourages the use of learning activities that are especially effective, in the achievement of the educational objectives, in terms of
    1) the settings in which adult education occurs such as individual, group, organization, and community
    2) the relative emphasis on responsibility for planning and directing the learning activity by learner and teacher

E. Facilitates the utilization of evaluation procedures that emphasize
    1) feedback of knowledge of results to the learner to encourage motivation and emphasis
    2) assessment of progress by the teacher as a basis for improving the program

3) collection of achievement and opinion information throughout the program so as to assess progress.

47. Regarding the Teaching-Learning transaction, the adult education division:

A. Has developed its program primarily for the educationally ready adult, with little emphasis on either the educationally unready or the self-directed learner.

B. Has given little attention to clear, realistic, and relevant objectives, in terms of compelling course descriptions or the supervisor's role in encouraging teachers to explore with learners the areas of common objectives.

C. Has given little attention to teaching style in the selection and supervision of teachers.

D. Has concentrated almost exclusively on temporary groups in which teachers assume primary responsibility for planning and directing the learning activity. There has been almost no use of individual, organizational, or community settings for adult education.

E. With the exception of the academic courses, has used almost no standard procedures by which learner, teacher, or administrator evaluate courses. Daily life experience in the community provides the adult learner with an assessment of how much he has learned, sometimes in the form of a job related examination. Rates of attendance and dropout provide the teacher with an indication of satisfaction.

However, neither form of evaluation provides information regarding program improvement to someone who can take constructive action.

48. Major gap - Too little emphasis on educational approaches that are especially appropriate for adults.

49. Why - Almost all teachers of adults do so on a part-time basis, and without much guidance and encouragement, most of them tend not to innovate and do not become especially effective teachers of adults. The lack of sufficient available time by competent adult education administrators has resulted in inadequate guidance and encouragement.

50. Recommendations regarding teaching-learning transactions.

    A. Increase the number of competent adult education administrators.

    B. Develop an in-service training program for administrative staff on the topic of supervision of instruction.

    C. Develop a plan for continuing program evaluation.

51. Regarding learner support and advisement, an excellent adult education agency:

    A. Recognizes that in part because of its part-time nature, adult learners have less contact with those who have preceeded them than is the case for preparatory education, as this contact relates to familiarity with procedures to proceed through agency programs.

    B. Has a counseling center or an equivalent organizational arrangement to provide student personal services consisting of

1) procedures to help adults ascertain their educational needs, such as a testing program
2) educational counseling
3) follow-up for students in terms of drop-out and employment
4) support for student activities and organizations
5) appropriate facilities so that the services are convenient to the learners
6) public information so that adults know that the services are available

C. Has a sufficient number of competent counselors to
1) provide program advisement and educational counseling
2) help interested adults develop their own long term plans for continuing education
3) provide referral where appropriate to other agencies

D. Has established arrangements with other adult education agencies in the community to establish a clearinghouse to provide information and advisement to adults who are unaware of the resources for continuing education that exist in local agencies.

52. Regarding learner support and advisement, the adult education division:

A. Has even fewer procedures for learner advisement than does the preparatory education program, which achieves some of these purposes through student contact.

B. Has almost no counseling services, with the exception of the Armstrong Center and the adult basic education program. Armstrong Center provides some vocational counseling and a little testing. The basic education counseling activity is very new.

C. Has two counselors at Armstrong and two with the basic education program. Even for these two parts of the Division the provision for the adult counseling function is inadequate.

D. Has no clearinghouse or similar function in relation to other agencies.

53. Major gap - Most adults are currently unable to obtain necessary assistance in ascertaining their educational needs, discovering relevant educational resources, and planning an appropriate plan of study including contact with other agencies.

54. Why - Although teachers and administrators do provide some adults with program information, and there are several counselors associated with two units of the Division, for most of the adult students there is only minimal program information and there is no testing, no trained counselor, no clearinghouse information for referral, and no assistance regarding placement. This is due primarily to budgetary limitations on additional counselors and support staff.

55. Recommendation regarding learner advisement - Establish an adult counseling center for the entire Division, with a main location at a place like the Armstrong Center, that can become

highly visable in the community, but with counselors available for some time each week in most of the schools with the Divisional programs. The main location of the adult counseling center should provide a "single door" to all programs of the Division, a place were any interested adult can find out about any program and if appropriate initiate registration. The Center should also become the most major clearinghouse regarding adult education programs sponsored by other agencies in the community.

56. Regarding support staff selection and supervision, an excellent adult agency:

    A. Has established procedures with the school system whereby the required support staff for the agency (such as secretarial, financial, personnel, and custodial) are provided either exclusively within the agency or are shared with other parts of the school system.

    B. Has participated in the preparation or revision of the position descriptions for support staff who are primarily selected and supervised by persons in other parts of the school system but who work part-time for the agency.

    C. Has clearly designated supervisory responsibility for support staff who are shared with other parts of the school system.

    D. Conducts inservice training activities for support staff, dealing with both specific job skills and their role in public relations.

57. Regarding support staff selection and supervision, the adult education Division:

    A. Has received almost all of the support staff services it has received, through the school system. Units concerned with finance, personnel, and examinations have serviced the Division on request. When arrangements are made to use a school in the evening, the related custodial services are arranged for and are charged to Buildings and Grounds. Until fiscal 1967, there were almost no funds in the Division budget for clerical services. Prior to this time it was necessary to either forego needed secretarial work or to have Divisional administrative or teaching staff arrange for it on their own. The current allocations for clerical assistance will improve the situation only slightly.

    B. Has had no influence on position descriptions for school system support staff who contribute to Division programs.

    C. Has only informal short term supervisory responsibility for related support staff.

    D. Has conducted no in-service training for support staff.

58. Major gap - Lack of orientation by full-time school system support staff who service the Divisional programs, regarding the requirements of the Divisional programs.

59. Why - When an adult education Division selects, orients, and supervises its own support staff, it is possible to emphasize those orientations and practices that are most important to

the Division. However, when the support staff work full-time for other parts of the school system and only a few hours a week for the Division, this becomes more difficult. An orientation towards the purposes of the Division is especially important because support staff so often have direct contact with prospective or current adult students who are unfamiliar with facilities and procedures and who need information and assistance.

60. Recommendations regarding support staff
    A. Where warranted, establish full-time or part-time support staff positions associated with the Division, especially clerical.
    B. Divisional administrators should meet with supervisors of support staff who service the Division and help to revise the job descriptions, and contribute to in-service training programs.
61. Regarding administrator selection and development, an excellent adult education agency:
    A. Has used procedures and incentives to recruit and retain an able administrative staff, in terms of
        1) general administrative abilities, such as intelligence, integrity, perseverence, organization, and empathy
        2) specific competencies that are of special importance in adult education, such as understanding of adult learning and development, administering a faculty-

less educational program, cosponsorship of activities, and community relations

3) career orientation towards the field of adult education, as well as public school preparatory education

4) previous preparatory education related to adult education

5) previous experience related to administration of adult education.

B. Has recognized the advantages and disadvantages of dual assignments between the agency and other parts of the school system and has assured that many of the major administrative positions in the agency are for full-time adult education administrators.

C. Has given evidence of a strong commitment to professional development of adult education administrators by

1) clearly identifying relevant areas of professional knowledge

2) encouraging, by use of major incentives, the administrative staff to engage in programs of preparatory and continuing education directly related to adult education.

D. Selects and assigns program administrators who have sufficient competence and time to work effectively with teachers on the program development process.

E. Selects and develops administrators who understand agency functioning to an extent that they can provide leadership in the maintenance of existing effective programs and in the stimulation and guidance of agency change.

62. Regarding administrator selection and development, the Adult Education Division:

    A. Has been unable to recruit and develop an adequate administrative staff. Although there is no indication that the administrative staff has less ability than other large city public school adult education divisions, the program administrators in the Division are lacking in previous experience and education, career orientation, and specific competencies related to adult education. Several have taken graduate courses dealing with adult education and one staff member teaches courses on this subject at the D. C. Teachers College.

    B. Has emphasized dual appointments with vocational education or overload assignments, with most of the full-time assignments related to Federal grant programs.

    C. Has given no tangible encouragement to Divisional administrative staff regarding professional development.

    D. Has allowed almost no program administrator time for teacher supervision, with the exception of about three persons associated with Federal grant programs.

63. Major Gap - Inadequate aggregate time by competent adult education administrators.

64. Why - During recent years, a few dedicated and competent administrators in the Division have achieved a relatively high

level of adult enrollments and program effectiveness within the constraints of limited money and personnel. With the exception of recent Federal grant programs, few of the administrators have been able to devote full-time to the adult education program, and the competition from the other parts of their jobs has been great. The lack of institutionalization of adult education programs requires even greater stability and leadership by the administrative staff. With an administrative staff that has been part-time, most of whom have lacked professional preparation in the field of adult education, stability of program growth and leadership for increased effectiveness have been difficult to achieve. The connections with other parts of the school system that dual appointments provide, have been important and should be preserved. However, additional full-time administrative staff positions with an emphasis on supervision and counseling are needed.

65. Recommendations regarding administrator development

    A. Increase the number of full-time adult education administrators on the District budget.

    B. Increase the salary and other incentives so as to be able to attract, both for new positions and for replacements for existing positions, persons who by background of education and experience are especially well prepared for adult education administration.

    C. Establish a major and continuing program of professional development for all Divisional administrative staff, that includes major incentives for staff to participate.

66. Regarding the maintenance of agency personnel, an excellent adult education agency:
    - A. Has established procedures either within the agency or in relation to the school system to provide the necessary personnel services to help to encourage effective administrators, teachers, and support staff to remain with the agency, such as
        1) institutional orientation by handbook or meetings
        2) arrangements on fringe benefits
        3) counseling or referral regarding personnel problems
    - B. Endeavors to relate the personnel services to both
        1) staff preferences
        2) effective ongoing supervision

67. Regarding the maintenance of agency personnel, the adult education division:
    - A. Has provision for a very modest personnel function. Teachers receive credentials through the Board of Examiners and receive an appointment for a year at a time. Full-time staff with the school system receive the standard fringe benefits, others almost none. Personnel files are maintained in the Division. Little Division-wide orientation is provided. The Division performs no other personnel functions.

68. Major Gap - Lack of a Division-wide orientation program aimed at increasing understanding of and commitment to the adult education program.

69. Why - The adult education programs lack visability as a function requiring separate orientation of administrators and teachers. Also, with the many other demands on administrator time in the Division, it was felt that orientation could occur informally.

70. Recommendation regarding personnel maintenance - Have one of the new program administrators assume primary responsibility for establishing a continuing orientation program, including a small handbook and periodic meetings, for the purpose of increasing staff understanding of and commitment to the goals and procedures of the Division.

71. Regarding adaptation and change, an excellent adult education agency:

    A. Gives attention to three interrelated concepts regarding progress

        1) One basis for adaptation and change in desirable directions is an effectively functioning program, which requires continuing attention to acquisition of resources and effective transformation to achieve results if it is to maintain itself.

        2) If the agency is to persist, and not change in undesirable directions during periods of adversity and adjustment, there must be provision for utilizing

reserves not accumulated during that period (such as money, good will, teachers)

3) Because most complex organizations tend to be resistant to change, effective administrative efforts to stimulate adaptation and change must be major and relate to organizational structure as well as staff commitments.

B. Uses research as a vehicle of change, by

1) arranging for research studies to be conducted to identify areas of needed change and ways to accomplish the change.

2) facilitates the use by agency staff of research findings as one of the ways to improve their parts of the program.

C. Has administrators who have developed plans for directed adaptation and change by the agency, to which those who are affected by the changes have an opportunity to contribute.

72. Regarding adaptation and change, the adult education division:

A. Has given relatively little systematic attention to planned change initiated from within the Division. With the exception of the Federal grant programs there have been few major changes in the past fifteen years, with the exception of a small shift towards more emphasis on earning a high school diploma. There has been little attention to either accumulation of reserves or leadership for change. One exception has been recent efforts to establish a multi-agency center for adult basic education.

B. Has conducted no research and research utilization has been limited to familiarity with findings by some administrators who have general Divisional responsibility and their mention of the findings at staff meetings.

C. Has mostly emphasized maintaining the continuing program. The major exceptions have been the acceptance of Federal grant programs, in which the major ideas and funds resulted from Federal legislation in vocational and poverty areas.

73. Major Gap - Inadequate systematic attention to planned change initiated from within the Division.

74. Why - With the exception of Federal grant programs and the proposed multi-agency center for adult basic education, long term financial constraints have discouraged innovation, adaptation, and change. However, even with these constraints, adult education administrators with a substantial background and commitment to program expansion and improvement would have been expected to have achieved more adaptation and change.

75. Recommendations regarding adaptation and change

A. Include within the administrative staff development program, an emphasis on diagnosing needed adaptation and change in Divisional programs, utilization of research as a vehicle of change, and the role of administrative leadership.

B. Include within the Divisional budget, some venture capital to encourage some innovation and experimentation.

C. Support the proposal to establish a multi-agency center for adult basic education.

76. Regarding facilities and equipment, an excellent adult education agency:

A. Has arrangements for facilities that contribute to and do not inhibit the achievement of agency objectives, in terms of

1) facilitating learning

2) encouraging initial and continued attendance

3) minimizing competition with other parts of the school system.

B. Utilizes the most satisfactory combination of several sources of facilities

1) controlled primarily by the agency, such as an adult center for day and evening classes, specialized programs, pilot projects, central record keeping, and a counseling center.

2) shared use of non-school facilities, such as other adult education agencies, social work centers, hospitals, prisons, youth centers, libraries, churches, and governmental offices.

C. Has helped to evolve a school system policy regarding agency use of shared facilities, that includes

1) a master calendar for school use
2) arrangements for dual use of classrooms and laboratory equipment
3) participation in planning for renovation or construction of facilities to be used by the agency.

77. Regarding facilities and equipment, the adult education division:

A. Has arrangements that are fairly adequate for the size and type of program conducted in the past. The program of vocational adult education has benefitted greatly by the recent improvement in instructional equipment. The day time programs have benefitted from the availability of day time space in the Armstrong Center. However, present arrangements for facilities have provided a major restriction on expansion and development of Division programs, especially additional day time programs, programs in neighborhoods in which the high school is filled to capacity, and programs in neighborhoods distant from a high school. Although several additional schools were recently opened to Divisional use, for a number of preceeding years requests to do so were denied and the number of schools in use remained constant.

B. Has been dependent primarily on facilities shared with other parts of the school system. With the exception of several scattered classrooms, about the only exclusive

Divisional facilities have been in the Armstrong Center. This center has the potential to become the hub of many Divisional programs if adequate support is forthcoming for pilot projects and a counseling center. With the advent of expanded Federal grant programs, an increased number of arrangements were made for use of non-school facilities belonging to co-sponsoring groups.

C. Has inadequate policy for use of shared facilities.

  1) There is no master calendar which would allow the Division to make more firm long term plans.

  2) When additional facilities are needed, the request from the principal is forwarded for approval to the Superintendent through the office of the Assistant Superintendent for vocational and adult education. In practice, facilities are available to the Division only after preparatory education needs have been met, and only then providing the request does not constitute a major increase.

  3) The Division has not in the past participated in the planning of new or renovated facilities regarding use by Division programs.

78. Major Gaps

  A. Limitations on facilities use have restricted program growth, especially programs in the day time and in some neighborhoods.

  B. An inadequate policy for use by the Division of shared facilities.

79. Why - The school system appears to have assigned low priority to expansion of adult education programs and seems to have used restrictions on facilities as a way of restricing expansion.

80. Recommendations regarding facilities

    A. Expansion of Divisional facilities, such as the Armstrong Center, that are available day and evening, possibly by providing new or renovated facilities in a building in another part of the city. One of the Centers could house an expanded counseling center.

    B. Establishment of a school system policy that includes participation by administrators in the adult education division in decisions regarding calendars of school use, arrangements for school use, and renovation or construction of facilities to be used by the Division.

81. Regarding materials, an excellent adult education agency:

    A. Has established procedures by which the range of materials that facilitate the achievement of educational objectives are available to the learners, in terms of

        1) appropriate library materials including books, periodicals, audiovisual materials, programmed instruction, and computer based instruction.

        2) libraries open at times and locations that make them accessable to adults.

        3) appropriate textbooks and other materials that the learner purchases, which are available at convenient times and locations

4) accessable equipment and procedures by which teachers of adults can prepare instructional materials.

B. Has procedures for assessing the effectiveness of materials and for making needed modifications.

82. Regarding materials, the adult education division:

A. Has exceedingly inadequate procedures regarding instructional materials. With the exception of the Armstrong Center library, which is open 14 hours a day, there are no arrangements for evening use of library facilities. Teachers make arrangements regarding text materials, and even handle on their own the preparation of duplicated materials, with limited Divisional support.

B. Has no procedures for assessing materials effectiveness.

83. Major Gap - Limited Divisional support of instructional materials and library availability.

84. Why - With restricted budgetary allowances, students buying texts, and many courses that are not book oriented, the problem of instructional materials could sort of take care of itself.

85. Recommendation regarding instructional materials - Increase the Divisional budget to provide convenient access to library resources where appropriate.

86. Regarding coordination and communication, an excellent adult agency:

A. Has administrators who are committed to and are effective in communicating as a way of coordinating the efforts of persons inside and outside of the agency, in terms of

1) increasing the structure and continuity of the agency
2) dividing responsibilities between subunits
3) maintaining a balance in the extent of variability in individual staff performance that is encouraged
4) encouraging persons associated with the agency to develop loyalty to the agency and to cooperate in ways necessary for the achievement of agency goals.
5) increasing the understanding of the role of adult education and priority placed on effective adult education by the central administration of the school system.

B. Has established procedures for channeling the flow of communication throughout the agency, school system, and community by use of such procedures as

1) written policy statements for program administrators and teachers
2) staff meetings
3) agency newsletter
4) requests for suggestions and proposals
5) reporting regarding attendance for budget expenditures
6) class schedules
7) news releases

87. Regarding Coordination and Communication, the adult education division:

A. Has emphasized coordination through communication in the following ways:

  1) few if any efforts to increase the extent to which teachers connected with the Division view themselves as a group with a commitment to improve the educational program.

  2) too limited efforts to increase the understanding of adult education by the central administration.

  3) perhaps too separate relationships between sub-units, especially between Federal grant programs and the remaining programs.

B. Has used the following procedures for channeling communication:

  1) monthly staff meetings for about 16-18 of the administrative staff of the Division.

  2) monthly reports from building principals and project directors, on numbers of centers, teachers, classes, students, counselors, aids and also notes on significant developments.

  3) printed listing of courses

88. Major Gap - Insufficient visability and identity of the adult education division as a separate and important unit of the school system.

89. Why - Almost every adult education agency, if it is to be successful on a long term basis, needs to maintain two interrelated identities. One is as a part of the total school

system, closely related to program, staff, and facilities that are shared. The second is as a part of the total field of adult education, with visability to system administrators, teachers, and students, and to community agencies and individual adults as a unit primarily concerned with the continuing education of the adult, part-time learner. At present, the balance is heavily towards identification with the preparatory education program, with too little emphasis on visability and identity as a separate and important function of the school system.

90. Recommendations regarding coordination

A. Reorganize the adult education function as a somewhat more separate Bureau or Division of adult education. This should be accomplished in a way that maintains the present close and effective working relationships with the preparatory programs of vocational education, while at the same time establishing even closer relationships with other aspects of preparatory education that are less well reflected in current adult education programs.

B. Because the proposed assistant superintendent for the Division of adult education would be coordinate with the assistant superintendent for vocational education, close coordination would be required. A system wide adult education liaison committee with representatives from all relevant segments of the school system would facilitate this. Its function would be to facilitate close working relationships between units and not to establish policy for the Adult Education Division.

C. Establish for each of the major parts of the Division, community advisory committees as a way of facilitating communication between the Division and relevant segments of the community.

91. Regarding financing, an excellent adult education agency:

A. Recognizes that there are multiple sources of funds that may potentially be acquired by an adult education agency (such as taxes, fees by participants, reimbursement by employers) and that the sources of funds that are acquired for a specific program influences the program.

B. When the learners do not pay fees, establishes procedures by which information about the educational needs, interests, and satisfactions of adults in the community is received by the persons who make the major decisions about budget allocations.

C. Allows persons who will administer parts of the budget to prepare budget requests for functional program areas so that budgetary approval can be related to program objectives and effectiveness.

D. Has financial procedures that facilitate accomplishing the major agency objectives.

92. Regarding financing, the adult education division:

A. Has utilized primarily two sources of funds

1) school system funds augmented by Federal funds,

primarily for vocational adult education.

2) Federal grant funds

B. Has been relatively unsuccessful in conveying to financial decision makers, information about educational needs, interests and satisfactions of adults in a way compelling enough to produce major increases in funds from the school system budget. Aside from the Federal grant programs, the regular school budget of the Division has been at about the same level in recent years with almost no increases except for salary increments. As Divisional staff have proposed an increase each year, they have been discouraged from asking for more than the year before. This past year there was a small increase related to a slight lengthening of the number of weeks in the course schedule. Also, there was a second small increase in District funds to support and maintain the Federal grant program in adult basic education.

C. Has a procedure by which the following steps are taken for making budget requests.

1) for regular program from District funds

a. Requests from four units to the Divisional office

b. Submission of asking budget to budget officer and and thence to Superintendent

c. Submission, as revised, as part of total school budget to board, commissioners and Congressional sub-committee.

2) for Federal grant programs
    a. Request from project director
    b. Submission by Divisional office through Superintendent and Board to the U.S. Office of Education.

93. Major Gap - The enormous constraint that the present budgetary arrangements impose on program innovation, improvement, and expansion.

94. Why - At present, the adults who enroll in Divisional programs are in a position to judge the importance of the programs (as are their families and employers to some extent). The persons who make the major decisions regarding budget allocations, however, are far removed from the benefits, and the Division has very little systematic evidence that it can present regarding the results of the Divisional programs. In an adult education program in which the learners pay most of the costs through their fees, they can show their interests and satisfactions directly, and the resulting program tends to reflect this. Some of this cost is typically born by employers through reimbursement plans. However, for the segments of the population towards which the Division programs are primarily directed (Americanization, completion of high school diploma, adult basic education, job retraining, etc.) it is very appropriate that no fees be charged. It then becomes necessary to convey to those who will be making decisions regarding budget levels, detailed and compelling information regarding program performance and requirements.

95. Recommendations regarding financing
    A. Begin more systematic assessment practices within the Division to generate data regarding adult interests and problems, program effectiveness, and benefits to the community.
    B. Use many ways to communicate the results to many segments of the community, especially to those who will be making major decisions about the Divisional budget, and those with whom they associate.
    C. Request an increase in the Divisional asking budget, with special emphasis on full-time adult education administrators and counselors, and some venture capital.
96. Regarding agency assessment and feedback, an excellent adult education agency:
    A. Uses increased competence of the learner as the primary outcome against which to assess the effectiveness of many aspects of the agency.
    B. Has established procedures related to all aspects of the agency by which to collect information as a basis for making judgments about effectiveness.
    C. Involves the persons who must take action if the results of assessment are to be used, in the assessment process.
    D. Uses procedures to facilitate feedback to learners, teachers, administrators and support staff, relevant results of the assessment process.
97. Regarding agency assessment and feedback, the adult education

division:

A. Has very little information about learner change against which to assess agency effectiveness

B. Has used very few formal procedures to collect information for making judgments about effectiveness

C. Has used monthly reports from building principals and project directors and staff meetings as the primary ways of involving staff in assessment procedures

D. Has used few procedures to facilitate feedback of assessment results.

98. Major Gap - Almost non-existent procedures for agency assessment.

99. Why - This is one of the most difficult aspects of adult education administration, and requires high levels of competence and experience.

100. Recommendations regarding agency assessment

A. Establish an interim plan for agency assessment, with the assistance of outside consultants.

B. Include within the Divisional budget, perhaps in conjunction with the total school system, and office of adult education research and development that would work on a continuing basis on projects and reporting related to agency assessment, and provide consultation to teachers regarding evaluation.

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